

Cp 1717  
W 31 m 2



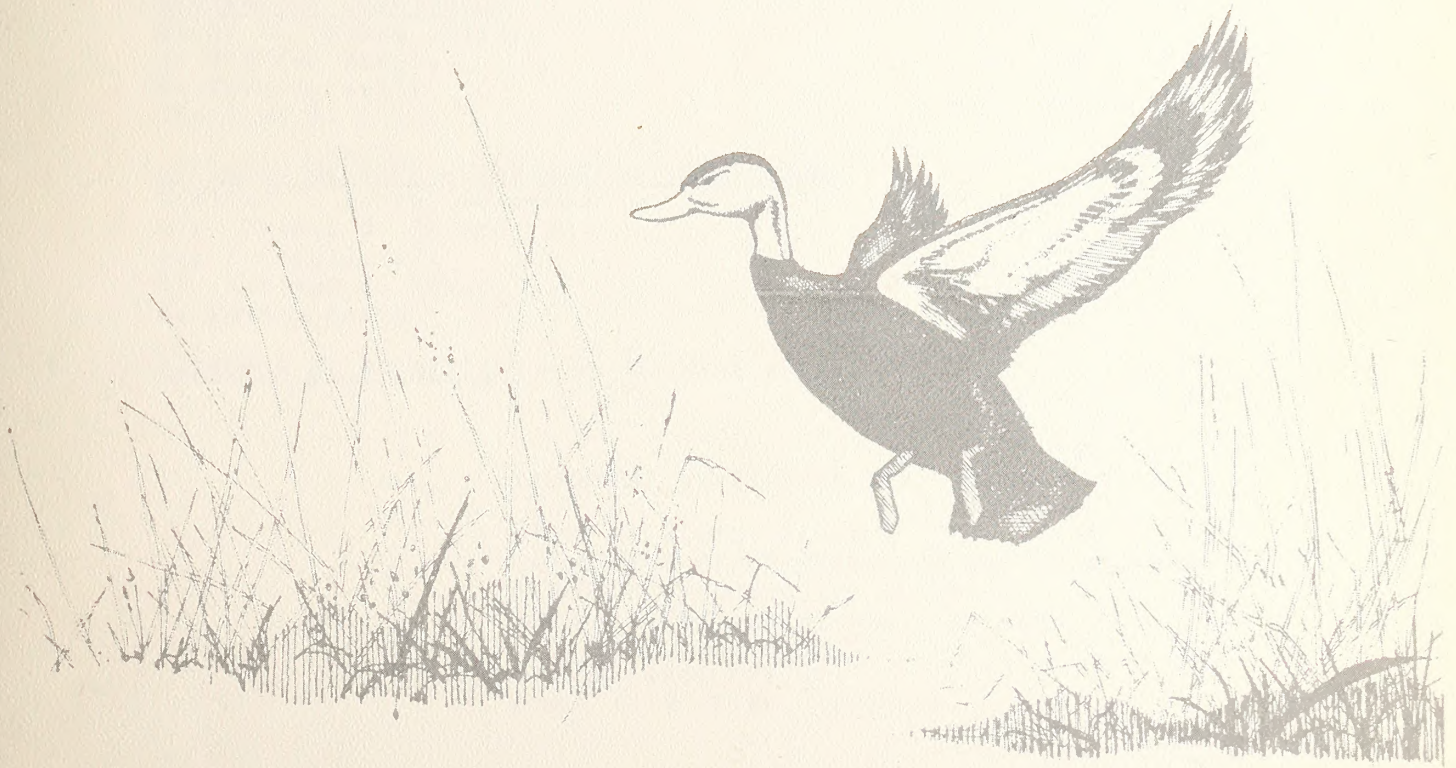
# WASHINGTON PARK & RECREATION STUDY

WASHINGTON, NORTH CAROLINA









# WASHINGTON PARK & RECREATION STUDY

WASHINGTON, NORTH CAROLINA



The preparation of this report was financially aided through a Federal grant from the Department of Housing and Urban Development under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.



PREPARED FOR THE CITY OF WASHINGTON, NORTH CAROLINA

MAYOR - A. Thomas Stewart

CITY MANAGER - Wilfred A. Wells

CITY COUNCIL

T. H. Patterson, Mayor Pro Tem  
J. Clifton Hodges  
Clarence A. Rawls  
J. Max Roebuck

PLANNING BOARD

W. B. Scott, Jr., Chairman  
Ashley G. Leggett  
Ledrue Buck  
Dr. S. Neal Trueblood  
Paul Leggett  
James A. Hackney, III  
H. Clyde Roberson  
Ralph A. Lee  
Hilton E. Sawyer  
W. C. Rodman, III

RECREATION COMMISSION

Mayor A. Thomas Stewart  
J. Clifton Hodges  
Wilfred A. Wells  
Shepherd R. Grist

AT LARGE MEMBERS - RECREATION COMMISSION

William F. Roach, Chairman  
Mrs. Walter B. Gerard, Jr.  
Sam R. Fowle, III  
Dr. Garland R. Homes  
J. Herman Eason

DIRECTOR OF RECREATION - W. C. Singletary, Jr.

TECHNICAL ASSISTANCE BY:

STATE OF NORTH CAROLINA  
DEPARTMENT OF CONSERVATION AND DEVELOPMENT  
DIVISION OF COMMUNITY PLANNING  
George J. Monaghan, Administrator

COASTAL AREA OFFICE  
James R. Hinkley, Director

PROJECT STAFF

K. W. Poore, Community Planner  
Douglas L. Wiggins, Chief Draftsman  
Marian J. Alligood, Secretary

February 1967

Price \$1.00

844759





Digitized by the Internet Archive  
in 2014

<https://archive.org/details/washingtonparkre1967nort>



# TABLE OF CONTENTS

	Page
I INTRODUCTION	1
II EXISTING FACILITIES	
REGIONAL RECREATION	3
LOCAL RECREATION PROGRAM	7
Charlotte Street Recreation Center	9
Bridge Street Recreation Center	10
Oakdale Recreation Center	11
Outdoor Recreation Space	11
Participation	12
SUMMARY	17
III DESIRABLE RECREATION LAND & SPACE REQUIREMENTS	
LAND REQUIREMENTS	18
Population	18
Leisure Time	19
Income	20
Mobility	20
Age Composition	21
DESIRABLE PARK & RECREATION LAND	
Topography, Water Resources, Vegetation	28
General Soil Characteristics	29
Flood Plain	30
Historic Buildings, Churches, Battlesites	32
Summary	36
URBAN RENEWAL PROJECTS	37
IV THE RECREATION PLAN & ITS IMPLEMENTATION	
THE RECREATION PLAN	40
Introduction	40
The Park & Recreation Plan	40
The Parkway Concept	41
The Community Recreation Facility	46
The Neighborhood Recreation Centers	49
Other Cultural Facilities	53
PLAN IMPLEMENTATION	55
Introduction	55
Monetary Aids & Legal Tools	55
Federal Government Aids	57
Local Government Aids	62
Gifts & Contributions	62
SUMMARY	63







## INTRODUCTION

In the overall comprehensive development of the urban center, the necessity of open space and recreation facilities, two fundamental elements essential in a decent and desirable living environment, finally has been recognized. The importance these elements have to our future and our children's future has been studied and restudied such that recreation no longer has a "back seat" in society's needs.

However, it may be ex post facto to emphasize the importance of inaugurating a strong recreational program for the City of Washington, North Carolina. Today, the need for recreational facilities has been recognized by both the general citizenry and the political leaders of the community. On the other hand, too often a political entity approaches a recreation program with the concept of only satisfying the recreational demands made by the local residents. Historically, this has been a mistake. Often, by the time a proposed program has been completed, it is usually outdated. This is because some group lacked enough forethought to anticipate change based on all the determinants that depict recreation. Optimistically, this will not be the case here.

In addition to satisfying specific recreation needs, open space and park facilities can be used to bolster the economic base. While this statement may be redundant to some, the old adage has merit. Washington cannot afford to overlook the importance of an open space program if it could be beneficial to economic growth. Such a program can be utilized to attract new residents, new industry, provide employment opportunities in both the public and private sectors of the economy, increase property values, and consequently, provide additional revenue for the city. In addition to meeting the demands of the local residents, all of this should be the function of such a program and the idealology from which a park and recreation plan is formulated.

If the purpose is based upon the above factors, the approach should not be founded on the old methodology which uses population figures as the sole criteria for establishing recreation land requirements. Radical changes in population could occur overnight, and, as a result, population figures would be only valid for determining present recreation needs. On the other



hand, the recreation program could be instrumental in molding the future population, the population composition, the income, etc.

In this report the present park standards established by the National Recreation and Parks Association will be the foundation from which a pragmatic approach will be taken to determine the required recreation space and the type of recreation. Hopefully, the recreation program will mold the proper socio-economic and esthetic character desirable for the future.

The study entails four major elements: an inventory of existing local recreation and an evaluation of these facilities; determination of the most desirable land for recreation purposes; the physical plan; and implementation of the concept. The plan will be coordinated with the existing recreation program and the proposed park and recreation plan established in the four urban renewal areas by the Washington Redevelopment Commission. Additionally, some attention will be given to the regional recreation opportunities available to local residents.





**Existing Facilities**







## REGIONAL RECREATION

Washington is situated in a unique regional environment. Any proposed open space concept should link most certainly with the illustrious wilds east of the city's boundaries. From the north marshes of Back Bay to Beaufort Inlet lie the temporary sanctuaries for hundreds of south bound Canadian geese, whistling swans and various species of ducks. The Albemarle and Pamlico Sound, the salty outer banks, and the cypress studded Mattamuskeet provide inconceivable beauty and recreation.

Because of its proximity, Washington has an excellent opportunity to utilize all of this. Mattamuskeet offers inexhaustable excitement with its shallow lake and low marshes. Here contrasted against a motionless world, one can witness thousands of Canada geese, swans and ducks slowly rise and take flight in the misty dawns. This stunning 40,000 acre lake is the home of the largest assemblage of these flawless performers on the Atlantic seaboard. From Labrador to Alaska they scatter across the northern rim of the world and take refuge in the sparsely settled swamplands.

Excellent hunting opportunities have developed because of the prevailing conditions. This not only entails waterfowl, but deer and black bear as well. The flat peninsula between Albemarle and Pamlico is dominated by extensive swamps, wet savannahs and low pinelands, restricting or limiting any possible development other than recreation. Consequently, considerable hunting, camping, fishing, and sightseeing are enjoyed.

South of Mattamuskeet, situated at the mouth of the Pamlico River is Swanquarter National Wildlife Refuge which includes about 43,000 acres of picturesque land and water. The woods and marsh provide sanctuary chiefly for various species of diving ducks, but like Phelps Lake, Alligator Lake and Mattamuskeet, the Refuge is also the temporary home for geese, swans and other waterfowl.

Northeast of Swanquarter and Mattamuskeet lies the Pungo National Wildlife Refuge. Eventually, this area will have one of the largest waterfowl-agriculture management programs in the total National Wildlife



Refuge System. The Pungo area adds additional conservation of natural amenities to a land already recognized for its unparalleled quality.

In addition to the recreation opportunities on the peninsula, facilities and potential for development spot the entire coast. Public and private beaches are strewn all along the river shorelines and outer banks. The sea-lover can occupy his time with fishing, swimming, camping, hiking, etc. or even recreating "The Wreck of the Hesperous" while watching the old shipwrecks bob with the tide.

Commercial and private fishing erupts from every salty harbor. The flavor of an old port lingers here and there and creates a matchless image. The old fisherman with his weathered face; the smell of fish; the battered, unpainted cottages; the salty north wind; all tell the picturesque story. Here the fishing is plentiful. Along the Pamlico an infinite variety are available. Channel Bass, Black and Striped Bass, Bluefish, Trout, white perch and bream are the most frequently caught.

Participation in these regional recreation areas has been good and it is only logical their use will increase with the increase in leisure living.

The following table illustrates the recreational participation in the National Wildlife Refuges in North Carolina.

Refuge	Number of Persons Participating				
	Hunting	Fishing	Misc.	Overnight Participants (24 Hour)	Daily Participants (12 Hour)
Mackay Island N.C.-Va.	0	4,500	18,000	22,500	2,920
Mattamuskeet, N.C.	3,500	18,500	5,400	27,400	8,900
Pea Island, N.C.	0	3,050	3,250	6,300	3,160
Pungo, N. C.	0	0	3,690	3,690	1,250
Swanquarter, N.C.	0	19,500	12,400	31,900	12,500
TOTALS	3,500	45,550	42,740	91,790	28,730



Nationally, the bulk of the wildlife refuge users - almost 9 million or 69.5 percent in 1965 - represented sightseers, bird watchers, picnickers, and those using water areas for swimming and boating. Only 27 percent were fishermen. In North Carolina, fishing use represented almost 50 percent, reflecting a greater availability of water facilities and a higher interest in water sports.

Other types of recreation facilities contribute to the regional recreation opportunities as well as the wildlife refuges. The Cape Hatteras National Seashore recreational area's giant sand dunes accent one continuous strip offering excellent surf fishing, swimming, sightseeing and picnicking. Roanoke Island and The Lost Colony, Kitty Hawk and the Wright Brothers, and historic Edenton can reenact significant days of North Carolina heritage, thus providing enjoyable entertainment. Fortunately, Washington is in a unique location, situated at the intersection of two significant highways that provide the major access to these unlimited individual outdoor recreation possibilities. Further development of the highways, waterways, and recreational potential in and around Washington will tie the area even closer.





EASTERN N.C.  
RECREATIONAL AREAS



0 6.5 13  
scale in miles

ATLANTIC

OCEAN

ALBEMARLE SOUND

PAMLICO SOUND

Cape Hatteras

Sketch 1

- NATIONAL FOREST AND NATIONAL SEASHORE
- NATIONAL WILDLIFE REFUGE
- WILDLIFE MANAGEMENT AREAS
- DESIGNATED DOVE HUNTING AREAS
- PUBLIC HUNTING AREAS AND WILDLIFE MANAGEMENT AREAS



## LOCAL RECREATION PROGRAM

What does Washington have to offer in the form of open space and recreation activity? Obviously, there is very little. In fact, any tourist or new citizen would find it difficult to find anything. Although this statement may appear polemic, it is not without justification. The present structures that are provided are either outdated and almost dilapidated or are inadequate in size and furnishings and out of place. How does Washington view its recreational needs? The tenet usually held by local governments is that recreation is low on the priority list of government concern and appropriations in comparison to other rendered services. This is dogmatic in light of the social consequences associated with poor recreation facilities. One would have to conclude this attitude prevails in Washington if the conclusion is based on the existing recreation furnished. Logically, with this attitude there is an inherent danger that the social demands and needs of Washington's citizenry will not be satisfied, resulting in such consequential dangers as emigration, social behavior problems, monetary losses, sprawling development, destruction of esthetic values, etc. The responsibility lies with the political leaders of the community who must find the means to provide the open space and recreation necessary to alleviate the problems.

Presently, the city has afforded its citizens with three major facilities: the Charlotte Street Recreation Center, located adjacent to Jack's Creek and Park Drive on Charlotte Street; Oakdale Recreation Center and playground, located adjacent to West 15th Street and Oakdale Cemetery; and Bridge Street Recreation Center, located between Van Norden and Bridge Streets on West 11th Street (see sketch 2). In addition to these centers, the only other open spaces utilized for recreational purposes are Havens Gardens and the boat ramps on Runyons Creek, Kugler Field, and two little league ballfields bordering the Atlantic Coast Line Railroad, one of which may be eliminated if the proposed extension of West 3rd Street is endorsed.

The above essentially comprises the total space allotted for recreational use in and by the City of Washington. The following table gives a complete breakdown in acreage figures of the publicly owned recreation space presently existing.



### Washington Park and Recreation Areas

<u>Location</u>	<u>Acreage</u>
Charlotte Street Center	2.0 acres
Kugler Field	3.7 acres
Todd Maxwell Field	4.3 acres
New Park Area (process of being developed)	3.7 acres
Oakdale Park	1.6 acres
Washington Docking Facilities	.5 acres
Jack's Creek	3.0 acres
Bridge Street Center	1.7 acres
Beebe Park	2.7 acres
Carver's Landing	1.8 acres
Haven's Garden	4.2 acres
Water Tank Property	.5 acres
TOTAL	36.0 acres

Although this figure represents the total acreage of publicly owned recreation space, it does not include land adjacent to public schools which is presently being utilized for recreational purposes by the Washington Recreation Department. For purposes of simplicity and in all fairness, these should be included in acreage estimates. John Small School, Washington High School, John Cotton Tayloe School, and P. S. Jones School provide an additional 23.8 acres of recreation land. Combined with the 36.0 acres of park space, the total space available for public recreation amounts to 59.8 acres. This total is entirely inadequate to facilitate the recreation demands of Washington's present population, much less the anticipated population for the city and its environs twenty years hence. Based on National Recreation and Parks Association standards,<sup>1</sup> the existing

---

<sup>1</sup>The National Recreation and Parks Association standard is 10 acres for each 1,000 persons. With Washington's 1960 population of 9,939 persons, the requirement would be 99.4 acres.



59.8 acres accounts for approximately 60 percent of what is presently needed and only 25 percent of what is required by 1985. This percent represents developed recreation space and does not include natural open green space which is essential for functional, economical, and esthetic city growth. The absolute minimum acreage requirement to fulfill just present day needs without any anticipated increase or change in population, leisure time, income and ease of mobility is 100 acres and this figure would be unacceptable if the age composition changed significantly. Specific space allocations for recreation and open space use in 1985 are presented in more detail in later sections.

#### Charlotte Street Recreation Center

The fact that Washington is below minimum standards cannot be emphatically emphasized enough. On the other hand and furthermore, similar stringent standards of judgement should be used to evaluate the condition of the structures housing the recreation department. From such an evaluation the city can determine whether the buildings are proficient enough to meet the present and the future recreation requirements. In some respects what exists is structurally sound but is inadequately furnished. An exception to this is the Charlotte Street Recreation Center which presently houses the administrative function of the department and, in addition, provides space for recreation activity. This particular building is neither sufficiently furnished nor structurally sound. Evidently, a sentimental association prevails between Washington's citizens and what was once the Bug House Laboratory and Field Museum. Regardless, the building in its present condition is no longer suitable for meeting existing recreation needs. The structure originally was erected in the summer and fall of 1934 and was officially opened as a museum on November 12, 1934. Since that time, little has been done in renovating the structure and in providing an acceptable recreation building. Consequently, the city has placed itself in an awkward position on any safety issue that may evolve.

The poor condition of the building constitutes immediate action, but in addition, numerable problems arise with respect to floods and, accordingly, demand attention. The center is located below sea level and quite naturally has been flooded during severe hurricane



weather. What was the cost to the city during these periods? Was the cost substantial enough to warrant relocation?

Today, the Charlotte Street facility provides more diversified types of recreation programs and recreation apparatus than both the Bridge Street Center and Oakdale, the other two major facilities. The building is equipped to offer numerous recreational activities such as table tennis, billiards, bridge, dancing and handicrafts. Also, the usual outdoor recreation space one would expect to find at a neighborhood playground is provided. Tennis, horseshoes, basketball, badminton, volleyball, shuffleboard, play apparatus for children, and a limited open area for other functions is available. Although, there is a wide diversification of types of activity, the provisions for these and the essential furnishings of the center are not sufficient to satisfy demands. The department has been using the same furniture that was originally acquired for the center in 1942 when it was used as a USO Club. On the other hand, the present sports equipment is in reasonably good condition; but the amount of apparatus is not commensurate with recreation needs.

#### Bridge Street Center

Unlike the Charlotte Street Center, the Bridge Street Recreation Center was originally designed for recreational purposes. The existing building is the first stage of a three stage development plan for badly needed recreation accommodations. The design initially originated in 1960, but only the first step has been completed. Although this center is the most modern facility, it is inadequate to meet recreation demands of the neighborhood population. The only space provided is one large social room, unfurnished; one office, which includes minimum kitchen equipment; and two bathrooms. Minimal provisions prevail outside as well as inside. There is a general lack of play apparatus. Some hard surface playing areas are available, but in short, the provisions for recreation functions are not ample.

One helpful note is that additional funds are available from the Public Housing Administration earmarked for an addition or improvement to the Bridge Street Center in conjunction with the Washington Public Housing Project. Approximately \$15,000 has been authorized to complete any proposed construction by a 1967 deadline.



The city should proceed with immediate use of these funds to assure itself the maximum benefits possible. Construction of the second stage of the Bridge Street development plan would be the most appropriate means for any use of the revenue.

### Oakdale Center

Oakdale Recreation Center's facilities are somewhat synonymous with the Bridge Street Center. Recently, the structure was renovated to provide, what was hoped to be, adequate space for recreational activity. The same problems prevail, namely, little or no furnishings in the building and minimal exterior provisions, incapable of satisfying neighborhood population demands now and in the future.

### Outdoor Recreation Space

Essentially, there are four parcels of publicly owned space designated for specific recreation activity; Kugler Field, which is utilized for organized baseball and football; Todd Maxwell Field, which is used for little league activities; and Carver's Landing and the city dock, which accommodate small boats.

In addition to specialized recreation areas, Havens Garden and the Jack's Creek Park provide some open space for passive outdoor activity. Both areas have potential for excellent esthetic and functional development. Even so, these areas essentially comprise the only park space that affords any type of leisurely activity and esthetic appeal. The Havens Garden picnic area, which has been leased from the city and is now under the direction of the Junior Chamber of Commerce for future development, offers some picnic facilities, play apparatus, and access to the Pamlico River for fishing purposes. The remaining publicly owned open space is sparsely scattered throughout the community and provides only minimal accommodations.

Inside the city limits there is very little privately sponsored recreational activity and no private facilities open to the public. Local organizations, such as the Washington Little Theatre, the garden clubs, and the other large social gatherers put additional strain on the accommodations offered by the recreation department. In the past, the department has been fortunate to obtain use of high school facilities to aid in alleviating some of the demand. This, in turn, has created several problems of



administration, programming, and cost for the recreation activities sponsored by the city. In addition to the high school gyms, the only other similar indoor facility is the National Guard Armory on East Main Street. During basketball season this building costs the city recreation department approximately \$200 for a period of eight to ten weeks of use.

Lack of spacious meeting facilities is another problem the recreation department is constantly attempting to rectify. The sole publically owned space in Washington that can readily oblige a group larger than 200 persons is the high school cafeteria. However, the present rental does not include any provisions for meals. To accommodate groups of 100 or less, the Christian, the Methodist and the Episcopal Churches do have several social halls, each with kitchen facilities. The Moose Lodge also offers rental space for large groups of 100 to 150 people and, in addition, provides kitchen facilities. In the past, this building has been used by the recreation department for bridge tournaments. In the city, only minimum public space is available; and, consequently, social and business groups find it difficult to find ample accommodations.

The only auditorium or lecture hall is also provided by the high schools. The Washington Little Theatre has to rely upon John Small School auditorium for its productions. Because high rent accompanies the use of the facility, rehearsals usually are conducted elsewhere. The implication here is that a center furnishing public meeting space, workshops, and an auditorium definitely deserves serious consideration.

### Participation

Participation in the activities offered by the recreation department only points out the need for a complete reevaluation of existing facilities and the organization of a comprehensive program allocating necessary recreation space. The following table illustrates a typical month's participation. It may be pertinent to point out that these statistics were compiled during the season when a large majority of the recreation programs had a lower than normal attendance. The monthly report also provides some insight into the types of activities offered during the autumn season.



# Monthly Report

## PARKS & RECREATION DEPARTMENT

October, 1965

Attendance

Location	Activity	Children	Adults	Spec.	Total
Charlotte Street Center	<u>Craft Workshops:</u>				
	Flemish flowers		223		223
	Cracked marbles		62		62
	Cooper Tooling		88		88
	Dance Class		68		68
	Free play -- Center	492			492
	Tuesday Duplicate Bridge		64		64
	Thursday Duplicate		124		124
	Little Theater		18		18
	Saturday Duplicate Game		36		36
	Senior Citizens Meeting		25		25
	Sr. Citizens to Raleigh		20		20
	Junior Teen Night	203			203
	Home Demonstration Meet.		26		26
	Birthday Party	35			35
	Community Kindergarten:				
	Halloween Party	43			43
	T.B. Stuffing Night		19		19
Oakdale Center	Coin Club	15	35		50
	Football Coaches Meet.		10		10
	Scouts -- Girls	50	4		54
	Cubs	83	4		87
	Birthday Parties	75	10		85
	Picnics	50	75		125
	Basketball League Meet.		15		15
East End Housing	Junior Art Classes	56	8	20	84
High School Gym	Volleyball		80		80
High School Field	Flag Football	240	10	120	370
Kugler Field	7th & 8th Grade Football:				
	Practices	480	48	500	1,028
	Games	320	16	350	686
	W.H.S. Practices	640	80	350	1,070
	Games	150	15	3,835	4,000
	J.V. Practices	620	60	50	730
	Free Play	500	100		600



(Con't.)

October, 1965

Attendance

Location	Activity	Children	Adults	Spec.	Total
Havens Gardens	Picnics, Fishing Free Play	125	75		200
Bridge Street	Playground	800	36		836
	Adult Night		6		6
	Pre-School Group	1,040	105		145
	Gaylord Club	139			139
	After Game Dances	1,071	16		1,087
	Adult Night (Men)		6		6
	P. S. Jones Homecoming Drive	57	8		65
P. S. Jones Field	Football	365			365
GRAND TOTALS		7,809	1,498	6,095	15,444



Upon viewing the monthly attendance report for June, 1966, when recreation participation was at a peak, a clearer picture materializes. From June 1st to June 25th, there were 10,402 spectators, 15,839 children, and 2,812 adults actively engaged in various recreation programs. The grand total, 29,011 represents an appreciable amount of interested citizens for a community with a 1960 population of 9,939. Based on past trends, it is not unreasonable to presume in all probability that an acceleration of these figures will evolve. Furthermore and of greater significance, these figures are not indicative of the total support given the recreation department. Attendance figures are not accumulated and recorded in many cases, and as a result, the true magnitude cannot be expressed.

#### City-County Participation

A not unusual ratio exists between county participation and city support of the recreation programs. The following table illustrates the percent of county attendance and the cost per individual for each activity requiring registration in the 1965-66 fiscal year. Based on the amount of support and the cost, it would not be unreasonable to conclude that Beaufort County should provide some financial support for the programs. The county could administer the collection of revenue to cover its portion based on a percent of population use. Further recommendations regarding city-county coordination will follow in later sections.



## CITY-COUNTY PARTICIPATION

## Washington Recreation Department Programs

1965-1966

Activity	Total Regis- tration	City Partici- pation	County Partici- pation	% of County	Cost @ Partici- pation
Washington Little League	105	66	39	37%	\$ 7.31
Little Tar Heel League	75	45	30	40	5.69
Small Fry League	70	45	25	36	6.79
Jr. Tar Heel League	78	55	23	29	9.56
Sr. Teener League	50	32	18	37	14.10
Women's Softball	71	40	31	44	1.85
Men's Church Softball	95	60	35	37	2.92
Men's Fastpitch Softball	44	25	19	44	6.79
Men's Basketball	40	27	13	33	Self Support
7th & 8th Grade Football	91	64	27	30	6.55
Flag Football	45	30	15	33	2.22
Tennis Classes	50	35	15	30	1.25
<u>Playgrounds</u>					
Oakdale	151	102	49	33	4.55
Kugler Field	109	84	25	23	6.29
High School	80	67	13	16	4.06
Tot Lot	52	32	20	38	12.78
<u>Special Activities</u>					
Duplicate Bridge	50	35	15	30	1.00
Dance (Ballroom)	95	65	30	32	7.89
Jr. Art Club	14	10	4	29	Self Support
Flemish Workshop (Flowers)	48	27	21	44	2.25
Copper Tooling Workshop	23	11	12	52	2.50
Marble Workshop	50	18	32	64	2.00
Pine Cone Workshop	20	8	12	60	2.00
<u>Bridge Street Activities</u>					
Pre-School Program	82	71	11	13	9.05
Women's Softball	21	18	3	17	1.00
Little League Baseball	45	41	4	9	3.00
Jr. League Baseball	25	20	5	20	2.25
Sr. League Baseball	20	17	3	15	2.50
Gymnasium Program	75	61	14	19	5.33
Playground	150	125	25	17	4.70
TOTALS	1,924	1,336	588	30%	



## SUMMARY

If the findings to date are briefly summarized, a foundation can be established from which future plans can be constructed. Without a doubt, Washington is in an advantageous location with respect to regional recreation opportunities. However, on the local scene, the city has not maximized the use of its own natural amenities possessing recreation potential. An inventory and evaluation of the existing recreation space and facilities shows an inadequacy. Acreage is well below national standards, and buildings in addition to being limited in number are poorly furnished, unsatisfactorily located, and in some cases, in poor structural condition.

The present demand reflected in today's attendance records substantiates the need for more space and better facilities and establishes the question of possible city-county participation in the future.

All of these factors, of course, will be influential in the determination of specific recreation requirements for Washington. However, before submitting any recommendations, it would be relevant to review the National Recreation and Parks Association standards in more detail and, also, to study the social characteristics prevailing today and expected in the immediate future in Washington. From this study definite land requirements can be delineated.









*Sketch 2*



# **EXISTING RECREATION FACILITIES**

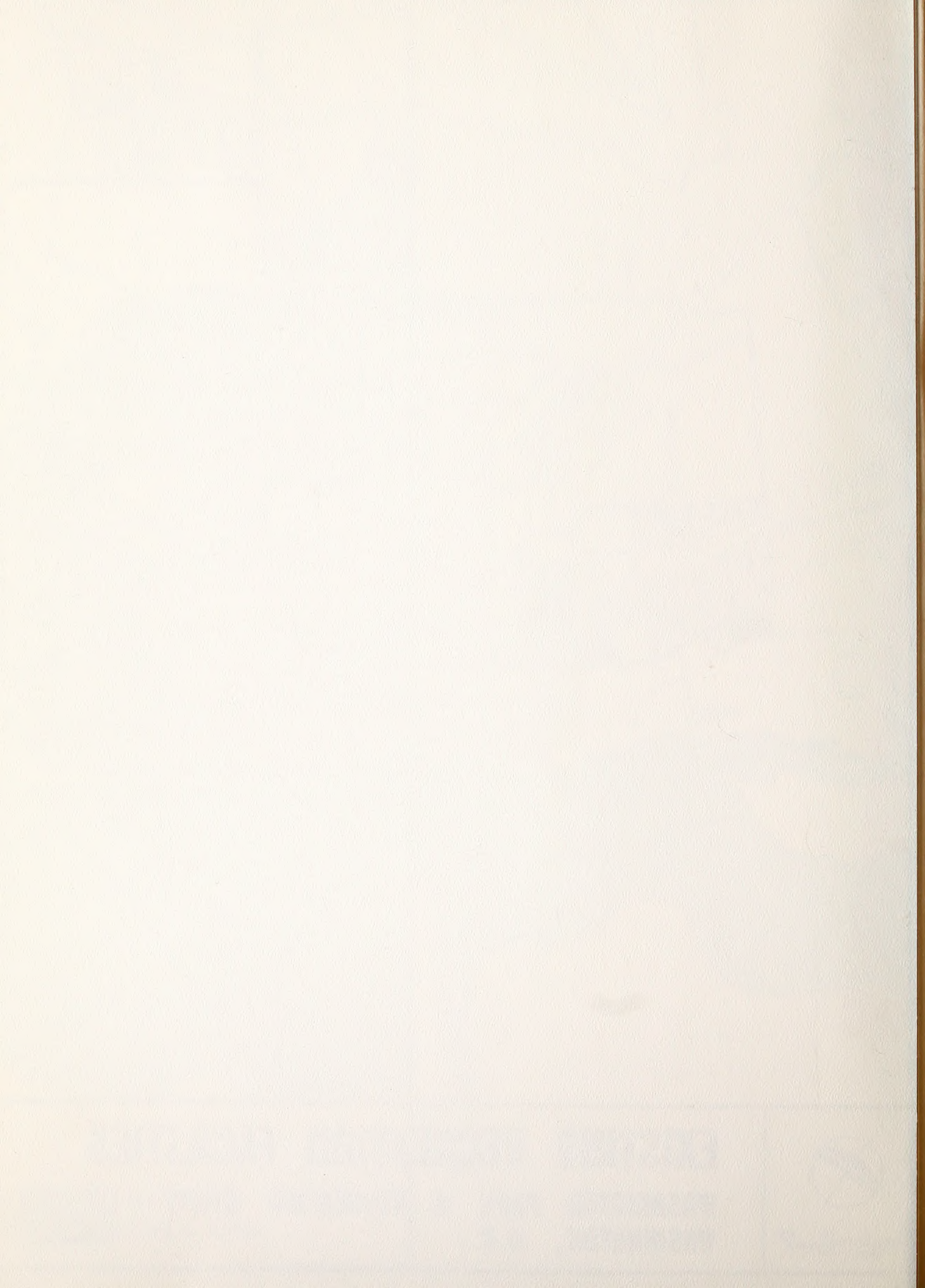
**WASHINGTON PARK & RECREATION STUDY**  
**WASHINGTON, N.C.**



RECREATIONAL CENTERS  
 OTHER RECREATIONAL SPACE

510 0 510 1020  
 scale in feet









# Desirable Recreation Land

SPACE REQUIREMENTS







## LAND REQUIREMENTS

The most universally accepted standards by both recreation departments and planning agencies in the State of North Carolina and the United States are those of the National Recreational and Parks Association. The NRPA suggests ten acres of land for local parks and ten acres for regional parks for each 1,000 population, resulting in a total of 20 acres per 1,000 population. However, the above figures were originally established for large metropolitan areas and at a time when income and leisure time, two major determinants of recreational needs, were much smaller. Since that time the demand for recreational facilities has increased immensely and the standards established by the NRPA are no longer acceptable. For a city the size of Washington this is especially true. With any sort of immigration of business and industry to the area, population, income, leisure time, and, accordingly, recreational demands would change overnight. This is presently occurring and there is no apparent reason to believe it will discontinue. Consequently, these standards should be modified according to Washington's future social and economic characteristics in order to determine the land requirements necessary to satisfy any future recreation demand. The following paragraphs will deal more specifically with each of these factors.

### Population

According to the Population and Economy Study for Washington, N. C., September, 1963, a potential population of 13,400 by 1980 is anticipated. This figure was based on two assumptions:

1. that present efforts to bolster the economy and provide additional employment will continue; and
2. that these efforts will be capable of compensating for the lag in growth which occurred between 1950 and 1960 and will reestablish the growth trend which Washington experienced between 1930 and 1950.<sup>2</sup>

---

<sup>2</sup> Population & Economy, Washington, N. C., September, 1963, Division of Community Planning, Department of Conservation and Development, State of North Carolina, Raleigh, North Carolina, p. 17.



The prediction of 13,400 population represents a 34 percent increase<sup>3</sup> over the 1960 population of 9,939. This does not include expected population increase for the township. Of even more significance is the increase the city is experiencing today. In light of industrial immigration presently occurring, it would be safe to conclude that the highest influx of population will occur during the 1965-1970 period. The critical question is whether present recreational facilities are capable of satisfying the demand of this expected increase and the demand of the anticipated population twenty years hence and, finally, whether present facilities would provide any impetus to these individuals and businesses desiring location in the region? The existing recreation program evidently does not accomplish any of this.

If industrialization and the immigration of labor increases, this figure of 13,400 may be a conservative estimate as often is the case with anticipated growth of a small town. Even if industrialization does not occur as expected, a recreation-open space program could be utilized to provide inducement for the recreation seeker and concurrently to provide an additional incentive to business leaders and industrial entrepreneurs to locate their establishments here. At present, Washington fails to fully satisfy the recreational needs of its population, let alone provide any incentive to outsiders to migrate to the locale. The shame of it is that the city is endowed with an environmental quality, rich in natural beauty and picturesque character, an area possessing all the natural amenities that afford unlimited recreation potential. Yet today, most potentially usable areas either lie idle and undeveloped, or that which is developed is abused and misused.

### Leisure Time

In addition to the changes in population and population demands for open space, a change in the amount of leisure time of the middle class citizenry of

---

<sup>3</sup>Population and Economy, Washington, N. C., Division of Community Planning, North Carolina State Department of Conservation and Development, Raleigh, North Carolina, September, 1963, p. 17.



Washington by 1985, would also shed a different light on the NRPA requirements. With the work week continually being reduced to an expected 30 hours a week by the end of the next several decades, it is obvious a greater use intensification of existing facilities and a greater number of facilities than suggested by NRPA will be required. By the year 2000, the amount of leisure time available will increase 22 percent.<sup>4</sup> With the increase in leisure time, demand for recreation and open space activities will rise accordingly.

### Income

The family income also tends to influence the degree of participation in recreation activities and, consequently, the amount of land necessary to satisfy recreation demands. Today, the incidence of individual participation in recreation activity is lowest among the low-income segments of the population but rises proportionately up through the middle income bracket until, in the highest income group, participation again declines. In other words, the greatest degree of participation is from the middle-income population groups. Washington is presently growing toward a middle income society. With Urban Renewal and the industrial migration in the area, the city may have to accommodate a substantial increase of a middle income population and, consequently, may have to increase the acreage and facilities required to meet the recreation demands.

### Mobility

Mobility also could affect the recreation land requirements. Today, as in the past, mobility has been a significant factor in determining the degree of participation of an individual. For the future, this may have less consequence in view of improvements in transportation facilities. Even so, some consideration should be given the possible relationship between transportation and recreation.

---

<sup>4</sup> This figure is based on the assumption that a 30 hour work week will exist in the year 2000 and an average of 14 hours a day will be consumed in sleeping, eating, commuting, etc. The remaining time would be consumed in leisurely activity reflecting the expected 22 percent increase.



Presently, the highest degree of citizen participation in recreation activity is experienced where movement has the greatest flexibility such as in the less urban complexes. Even in the highly urbanized areas, those of low personal mobility, the heaviest reliance is on local amusement parks, playgrounds, ball parks, zoos, and other intensive use facilities where pedestrian access is feasible. Essentially, all of this only tends to reflect the influence mobility has as a major indicator in determining recreation distribution and the desired amount of recreation activity. With better pedestrian and vehicular transportation facilities, which is inevitable, the demand for, and use of, recreation areas will increase. With the expected improvements in transportation for the Washington area, the need for more recreation land and facilities also is inevitable.

#### Age Composition

The age composition in an area can have a very influential effect on the type of recreation demanded and the amount of land necessary to facilitate recreation demands. The relationship between land requirements and the age groups may be better exemplified by viewing the national picture.

In the U.S., the desire to participate in physical activities declines with the advancing age of the participant. For example, a sharp decline in skiing and horseback riding occurs after age 24. After 44 a decline is noted in swimming. Up to age 45 there is very little if any decline in camping, picnics, pleasure driving, and hiking. Accordingly, little provision should be made for the more strenuous activity in residential areas composed of older populations. The reverse holds true in the younger age groups.<sup>5</sup>

The following table illustrates recreation participation for the various age groups in the United States in 1960.

---

<sup>5</sup>The Future of Outdoor Recreation in Metropolitan Regions of the U. S., Outdoor Recreation Resource Review Commission, Washington, D. C., 1962, p. 236.



PERCENT OF 1960 POPULATION BY AGE GROUPS  
PARTICIPATING IN OUTDOOR RECREATION<sup>6</sup>

<u>Age Group</u>	<u>United States</u>
Under 5	11.3
5-9	10.4
10-14	9.4
15-19	7.4
20-24	6.0
25-34	12.7
35-44	13.4
45-54	11.4
55-64	8.7
65 & Over	9.2

What significance do these figures have in Washington's future recreation plans? Obviously, after reviewing the present age composition and the expected composition and based on the degree of participation of the various age groups in recreation activity, the desirability of orienting the recreation program toward a certain age category can be considered. The specific type of recreation can be designed according to the city's population characteristics.

Washington is presently losing much of its population in the 20-24 age group through emigration;<sup>7</sup> however, this should have very little impact on the recreation participation figures now and in the future. Based

---

<sup>6</sup>The Future of Outdoor Recreation in Metropolitan Regions of the U. S., Outdoor Recreation Resource Review Commission, Washington, D. C., 1962, p. 236.

<sup>7</sup>Population and Economy, Washington, N. C., (State of N.C. Department of Conservation and Development, Division of Community Planning), September, 1963.



on the preceding table, this age group engages in a very small amount of recreation activity. While on the other hand, the 35 to 44 age group, which is immigrating to Washington, represents one of the larger groups participating. This degree of participation is the case on the national level and in all probability holds true for Washington, also. Only the very young engage in more activity, and this is only because of the amount of leisure time they have available in comparison to the older age groups. Consequently, additional recreation acreage and facilities are required if Washington is experiencing a more than normal increase in the middle-age group. Apparently, this is occurring because of the industrial expansion taking place here.

After comprising all of the preceding statistical information, i.e., an anticipated population increase (34%), a leisure time increase (22%), the age composition, the future transportation facilities, etc. anticipated by 1985, and in addition, if Washington desires to endorse a recreation and open space program that will be instrumental in establishing an esthetic environment conducive to desirable industrial and individual location in the area, modification of the previously stated National Recreation and Parks Association land requirements can be justified. A minimum 50 percent increase of standard requirements published by the NRPA is necessary if Washington expects to satisfy future recreation and open space needs. The city's responsibility would amount to 15 acres per 1,000 population for local parks or 30 acres per 1,000 population if a regional park is necessary. Specifically, Washington needs 203 acres of developable recreation space based on both the 1985 population estimates and the adjusted NRPA acreage-population ratio. If a city-county program were enacted, an additional 78 acres for local parks would be required based on both an anticipated 24 percent increase in county population by 1985 and the existing percent of county participation in the existing recreation program.<sup>8</sup> These figures exclude any general open space use, such as conservation projects, parkways, etc. but instead reflect only developed public land for specific outdoor recreation use. The following table has been formulated specifically for Washington. It shows the acreage requirements for the different types of parks, including the suggested servicable distance.



# WASHINGTON'S LAND REQUIREMENTS FOR RECREATION FACILITIES

Parks	Suggested Service Distance	Population Served	Acres
Neighborhood	$\frac{1}{4}$ to $\frac{1}{2}$ mile walking distance	2-5,000	18-24
Community	1 to $1\frac{1}{2}$ mile driving distance	10-15,000	40-75
District	15 to 20 min. travel time	25-75,000	150-450
Regional	30 to 60 min. travel time	75-400,000	750

<sup>8</sup> The anticipated 24 percent increase in county population was an assumption founded on past trends with consideration of the phosphate mining influence recently effecting population figures. The 1960 Beaufort County population was 36,014 and is expected to rise to 44,657 by 1985. Presently, 1.6% of the county participates in the city program. Assuming this same percentage will continue in the future, the local parks would have to serve an additional 715 people. However, this figure does not represent the total county population being served but only that percent registered. If we accept the same ratio that exists between the number of participants registered and the total population for the city and apply it to the county, the county population to be served amounts to approximately 5,300 additional people above and beyond the city's 13,400. This figure should be included in computing future recreation requirements.

$$\frac{9,939 \text{ (city population)}}{1,336 \text{ (no. of actual participants)}} = \frac{\text{unknown co. pop. to be served}}{715 \text{ (Actual no. of participants in 1985 assuming 1.6\% of county population will register)}}$$

$$X = 715 / .135 = 5,300 \text{ county population to be served in 1985}$$



The aforementioned acreage figures could include present and future school recreation space, assuming that present cooperation continues. With any kind of coordination and cooperation between the local Recreation Department and the Public School Board some of the acquisition costs can be eliminated from the capital outlays of the local government; and, at the same time, Washington could still meet minimum space requirements. This attitude of cooperation prevails and should continue to be stimulated in order to maximize the use of available school facilities.

Once the approximate space requirements are designated for each neighborhood, the general location and number of neighborhoods must be delineated. Each is established from, and oriented to, a population to be served. Based on the Washington Neighborhood Analysis, which was conducted concurrently with this study, ten neighborhoods, including Washington Park and Runyon Hills have been determined (see sketch 3). Essentially, the criterion adhered to in the selection of these specific areas was the following: number of residents, school district boundaries, transportation systems, and areas possessing homogeneous economic and social attributes. For a more detailed description see Washington Neighborhood Analysis, 1966.<sup>9</sup>



Since a neighborhood park serves approximately 2-5,000 people, the neighborhoods used in this study in determining the distribution of recreation facilities will be either synonymous with those established in the Neighborhood Analysis or will be a combination of those in the Neighborhood Analysis (see sketch 3). This is not to say the criteria, viz., population, transportation, schools, economics, etc. determine exactly where recreation facilities will be located, but instead only designate the general area to be served. The service areas for each proposed neighborhood park are shown on the sketch.

#### WASHINGTON'S NEIGHBORHOODS<sup>9</sup>

##### 1960 Population Figures and Acreage Estimates

	<u>Pop.</u>	<u>Dwelling Units</u>	<u>Gross Acreage</u>	<u>Gross /Acre Density</u>
West Riverfront	659	271	83	0.7
CBD	291	131	59	2.2
West End	3080	875	360	2.4
East Riverfront	1640	637	180	3.5
East End	1440	452	248	1.8
Northside	1734	528	185	2.9
Washington Hts.	--	--	205	--
Washington Park	574	196	213	0.9
Honeypod Farm- Runyon Hills	--	--	192	--
Tayloe-Somerset*	378	109	163	0.7

\*1960 Census Acreage. Present acreage is 300 acres.

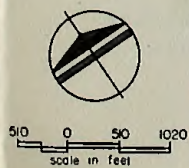
---

<sup>9</sup>Toward Total Renewal, Washington Neighborhood Analysis, Washington, N. C., (Department of Conservation and Development, Division of Community Planning, Raleigh, N. C., and Ruth Mace & Associates, Chapel Hill, N. C.), 1966.









# **DESIGNATED NEIGHBORHOOD** **WASHINGTON PARK & RECREATION STUDY** **WASHINGTON, N.C.**

PROPOSED PARK SERVICE AREAS  
 DESIGNATED NEIGHBORHOOD BOUNDARIES  
 (See Washington Neighborhood Analysis)







## DESIRABLE PARK AND RECREATION LAND

With the land requirements and the servicable neighborhoods designated (sketch 3), a series of factors must be determined that establish the location and the general nature of a desirable park system. These determinants consist of the significant natural resources and existing manmade facilities in the Washington area that lend themselves to recreational development. Following this, the predominant character and the exact location of recreational uses can be established. This has been accomplished in part with the inventory of existing recreation provisions but in addition will include the following factors to aid in establishing the most suitable land for recreational purposes: water and wetland resources, topography and geological influences, vegetation, historical and cultural sites. It may be relevant to again state that these factors will be the major influence on the final design.

Another factor of considerable importance in the evolution of the physical plan is the type of relationship that recreation and open space will play on such land uses as residential, industrial and commercial. The most desirable plan may be accomplished by utilizing the visual and ornamental attributes of the land and developing them in accordance with the esthetic tastes of the population. Just as important, buffers of green space should be incorporated into the design to distinguish the homogeneous sections of the city. The resulting visual experience could provide a more rewarding and pleasurable environment. This would minimize also the probability of any encoachment of different land uses on one another. Furthermore, these zones of open space could aid in maintaining continuous pedestrian circulation systems.

On occasion, incompatible land uses are adjacent, and if the green space segregates these areas, other advantages could exist. For example, various species of vegetation have cleansing attributes which would aid in air purification, if strategically located. Areas of heavy foliage can cool circulating air, can achieve some degree of noise reduction, and can curtail strong winds.

The remaining part of this section deals in a more detailed manner with each factor that is influential in determining the most suitable recreation land.



## Topography, Water Resources and Vegetation

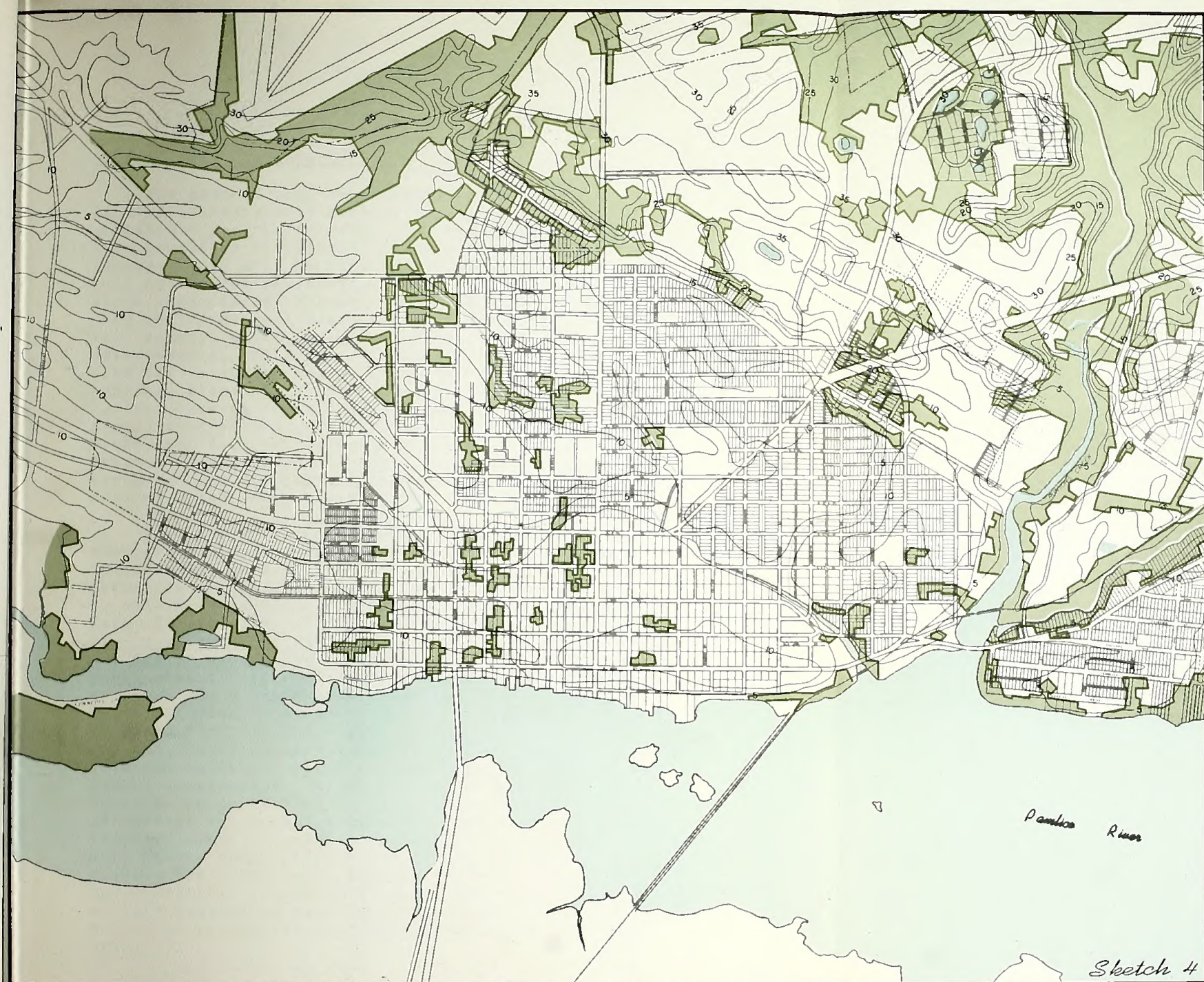
Topographically, there is nothing really unique about the Washington area; however, the topography is an influential factor in the determination of the proposed park and recreation plan. Sketch 4 helps determine what land is best suited for recreational development because of the nature of the existing slope and ridges. Some parcels of land are quite acceptable in their present state while others may require leveling and grading for specific types of recreational activity. Additionally, different elevations of the landscape can have different uses. High land is deemed the most susceptible for business, residential, and commercial development, while on the other hand, proposed park space is designated, quite naturally, on the unbuildable lower areas. There is some exception to this when economics enters the picture, but usually this is the trend employed.

Obviously, the water facilities offer some of the best potential for recreational activity. Following the Corps of Army Engineers completion of the Pamlico and Tar River Channel, all future recreation only depends upon utilization of this water resource and the shore lines. Several sites are ideal for boat launching and prospective marinas, which would offer considerable entertainment possibilities. Consideration of possible swimming locations, campsites, hiking trails, reservoirs, boating facilities, etc. will follow in the plan formulation stage.

In order to achieve a properly landscaped recreation environment, considerable attention should be given to areas that have a significant amount of tree coverage and other vegetation. This factor helps determine some of the most desirable recreation spaces and also may help eliminate a large majority of the landscaping costs associated with recreational development. By studying areas with extensive vegetation, feasible campsites, parkways, hiking trails and other similar facilities associated with woodlands can be easily defined.

Also, of some importance is the preservation of certain types of vegetation that have brilliant fall coloring and unusual foliage. Steps will be taken to incorporate into the concept the conservation of various areas possessing certain species of deciduous plants and evergreen trees conducive to a proper esthetic environment.





## WATERWAYS & SIGNIFICANT VEGETATION

WASHINGTON PARK & RECREATION STUDY  
WASHINGTON, N.C.



SIGNIFICANT VEGETATION

EXISTING WATERWAY, LAKES, AND PONDS



510 0 510 1020  
scale in feet







## General Soil Characteristics

The general soil map depicts the major soil conditions in and around Washington. This map is a poor substitute for the detailed soil study that should have been conducted in Beaufort County. Even so, the following sketch will be used to aid in determining land best suited for recreational development. Meanwhile, it is recommended that the City of Washington contract with the U. S. Soil Conservation Service for a detailed soil survey, which would provide valuable information, measurements, and interpretations of such significant data as: porosity and percolation rates, drainage, ponding, flooding, run-off, depths to bedrock and water tables, bearing strength, shrinkage and swelling, corrosion, frost action, erosion, etc. Without such a study Washington does not have a realistic interpretation of urban land-use suitabilities. In turn, improper construction and development in the future could occur causing unnecessary costs to the city and the public.

From the soil map presented, (see sketch 5) some indication of suitable recreation land can be made. Immediately north of the Pamlico River the soil is primarily the Kalmia-Stough Class, the somewhat poorly to well-drained friable coastal stream terrace soils. More specifically, the composition consists of Norfolk fine sand and fine sandy loam in the major parts of town and Ruston sandy loam in the western areas. Tidal marsh essentially comprises the Kennedy's Creek section and some areas south of the Pamlico River. Swamp prevails immediately south of the river and encompasses Runyon's Creek in the east. In the swamp areas the use definitely should be restricted to recreation, wildlife and esthetic appeal or some types of natural resource development. Areas having soils with better drainage properties and bearing strength, should be designated for a higher land use than recreation except in cases where recreation structures are required. Areas with weaker soils should be used for recreational purposes. The areas bordering Jack's Creek, Runyon's Creek, and along the Pamlico River shoreline exemplify the type of land possessing poor soil conditions that are conducive to recreation use rather than other developed uses.









50 0 50 1020  
scale in feet

## SOIL CHARACTERISTICS

WASHINGTON PARK & RECREATION STUDY  
WASHINGTON, N.C.

	TIDAL MARSH
	SWAMP
	RUSTON SANDY LOAM
	NORFOLK FINE SAND
	NORFOLK FINE SANDY LOAM
	NORFOLK VERY FINE SANDY LOAM
	PORTSMOUTH FINE SANDY LOAM
	DUNBAR VERY FINE SANDY LOAM





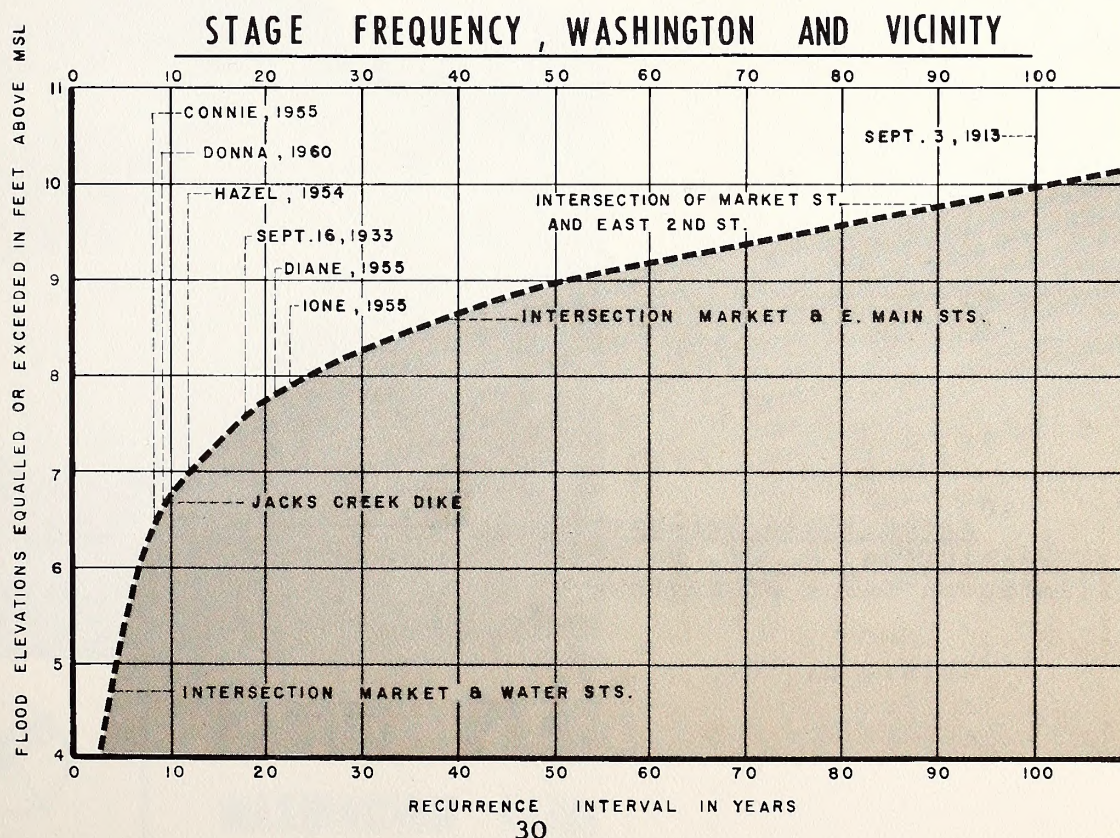


## Flood Plain

To aid in the determination of land best suited for recreational purposes, a close analysis should be made of an area's flood plain and the frequency of high water.

"Washington, North Carolina has been subjected to flooding by hurricane-produced wind tides of sufficient height to cause appreciable damage at least seven times during this century, including five times since Hurricane Hazel in 1954."<sup>10</sup> Any type of storm is likely to raise the water level. However, to date the highest tidal flooding on record was the tropical storm of September 3, 1913, which produced an elevation of 10 feet above the normal water level. Based on studies conducted by the Army Corps of Engineers, a severe storm reasonably characteristic of the region could produce a storm tide 14 feet above mean sea level if the hurricane moved on an east-west direction along the Pamlico River.

The following figure indicates the frequency at which flooding can be expected for various elevations.





This curve was determined from storm tides known to have occurred and can be used in estimating how often, on an average, a certain flood height can be expected.<sup>11</sup>

Little needs to be said about the ramifications of tidal flooding. The Wilmington U. S. Army District Engineers estimate that Washington presently could expect over 3 million dollars worth of damages from water and wave action alone if a storm similar to the one in 1913 reoccurred. Consequently, better use should be made of flood plains, with recreation and other open space activity being the most desirable. Of course, some type of open space activity should be used because of low probable damage cost of such areas in comparison to high damage cost of highly developed areas. Where structures presently exist, control measures should be taken to minimize probable damage.

The following map (see sketch 6) illustrates the approximate 20-year and 100-year flood plains based on the available hurricane data obtained from the Army Corps of Engineers.

---

<sup>10</sup> Flood Plain Information Report on Pamlico River at Washington, N. C., U. S. Army Engineers District, Wilmington Corps of Engineers, p. 1.

<sup>11</sup> Ibid., p. 10.





510 0 510 1020  
scale in feet

# FLOOD PLAINS

WASHINGTON PARK & RECREATION STUDY  
WASHINGTON, N.C.



20 YEAR FLOOD PLAIN

100 YEAR FLOOD PLAIN

*Sketch 6*



Rodman House - 520 West Main Street -- The building is the home of Judge William B. Rodman, Jr., member of the North Carolina Supreme Court. It was built in 1848.

Fowle House - 412 West Main Street -- The building is a spacious three (3) story house containing lovely spiral staircases. In the late nineteenth century, it was moved back from Main Street and remodeled.

Patrician Inn - 126 East Main Street -- The site was the location of the home of Dr. Susan Dimock (1847-1875), the first woman admitted to the North Carolina Medical Society. She was a resident physician at the New England Hospital for Women and Children in Boston. She established the first course in scientific nursing in the United States. She drowned in a shipwreck off the Coast of England, at the early age of 28.

St. Peter's Episcopal Church - Bonner and East Main Street -- The original church was destroyed by fire in 1864, during the Civil War. In the northwest corner of the graveyard is the grave of Colonel James Bonner. On November 30, 1771, the General Assembly authorized Colonel Bonner to establish a town at the Forks of the Tar River which later was named for the Commander-in-Chief, George Washington. The earliest record that mentions the town of Washington was an order of the Council of Safety at Halifax, dated October 1, 1776, which made the settlement the first town to be named for General George Washington.

The Beaufort County Courthouse - Southwest Corner Second and Market Streets -- The building was originally constructed about 1800. The clock in the cupola antedates the building. In the courthouse is a will, inscribed in French and dated 1820, which indicates that Colonel Louis Taillade lived in Washington at that time. Taillade accompanied Napoleon from Elba to France when the ex-emperor attempted to regain his lost domains.<sup>12</sup>



Castle Island - Pamlico River -- Major General Foster, a Union officer with the Fifth Rhode Island Volunteers occupying the City of Washington, North Carolina during the Civil War, fortified the small island in his attempt to control the river.

Rodman's Point - Beaufort County -- The Civil War confederate General D. H. Hill with 9,000 troops attempted to siege the City of Washington when it was under Federal occupation in April, 1863. Batteries were mounted on all the ridges surrounding the town and on Rodman's Point, across the river. Bombardment continued for some time, but the confederate forces finally withdrew to join the Army of Northern Virginia.

During April and June, 1862, confederate and union forces battled throughout the City of Washington. Major encounters occurred on Main Street, Market Street, and Bridge Street. On one occasion Federal Cavalry charged up Second and Third Street. Confederate forces had artillery in front of the old Methodist Church on Second Street, and Federal guns were mounted at the intersection of Second and Respass Streets.

The role of the city in utilizing these areas in one manner or another is quite elementary. The only advisable approach recommended is direct purchase for historic reasons or the creation of an atmosphere conducive to preservation by private ownership. In the case of the former, "municipalities apparently do not have specific authority from the General Statutes for the acquisition of historic buildings and sites. However, G.S. 160-200 (40) authorizes acquisition, establishment, and support of a museum, and G.S. 160-158 (as well as G.S. 160-204 and G.S. 160-205) authorizes acquisition of parks and recreational facilities, which

---

<sup>12</sup>Robinson, B. P., The North Carolina Guide, University of N. C. Press, Chapel Hill, 1955, p. 283.



may be an adequate basis for acquiring some types of historic buildings or sites."<sup>13</sup>

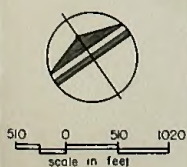
The incentive for private preservation, of course, may be accomplished with the help of various financial inducements. This could take the form of "(a) the payment of grants (one-time or annual) to the owner of the property and (b) the offering of some form of tax relief to him, in return for his maintaining the property and possibly opening it to the public on certain agreed-upon occasions. Both of these measures would require statutory authority. The first might raise questions as to whether such payments were for a public purpose under Article V, Section 3 of the State Constitution, but it is believed that with proper drafting the act could be made to meet this test."<sup>14</sup> Any immediate tax revenue loss resulting from such action would be overshadowed in the long run by an increase in adjacent property values, consequently, increasing revenue to the city in the long run.

---

<sup>13</sup>Philip P. Green, Jr., Legal Powers to Preserve Historic Buildings and Areas in North Carolina, A Report to the Legislative Council, Institute of Government, University of North Carolina, Chapel Hill, North Carolina, 1965, p. 3.

<sup>14</sup>Ibid., p. 10.





## CULTURAL & HISTORIC SITES

WASHINGTON PARK & RECREATION STUDY  
WASHINGTON, N.C.

	CHURCHES
	LIBRARY
	BOAT RAMPS
	HISTORIC SITES







## Summary

The preceding sections and sketches have depicted the most desirable recreation land in and immediately around Washington. These feasible recreation areas will be that land from which specific recreation facilities and parks will be selected. As has been suggested, the best use of this land is recreation and not other land use development.

If all the preceding information is combined into a single sketch, the resulting pattern depicting desirable recreation areas would be essentially linear in nature. From such a pattern the selection of specific recreation space would be made with ease. However, before selecting these areas for development, the present recreation facilities and the proposed parks dedicated in the urban renewal projects should be analyzed and incorporated into the overall picture.

The following section is a brief inventory of proposed recreation in Washington under the Urban Renewal Program.



## URBAN RENEWAL PROJECTS

The purpose of including a brief analysis of the Urban Renewal Projects in this study is to introduce additional viewpoints that most certainly will affect the proposed park and recreation program.

A major aspect of a federally aided urban renewal scheme is the dedication of necessary park and recreation space. Since the implementation of the Urban Renewal program, or more specifically, because the funds necessary for the acquisition of recreation areas are financed under "Urban Renewal", and because the park space will be dedicated to the city in most instances; Washington should attempt to utilize as much of the Redevelopment Commission's park space and recommendations as possible. In most instances, the land dedicated for recreation in urban renewal sectors lies within the most desirable park land determined in preceding sections. Consequently, there will be little conflict between the numerous proposals.

Four areas in Washington have been designated for urban renewal funds. Preliminary specifications and designs and moderate construction are presently underway. To date the city council has approved everything that has been presented and in most cases has endorsed every aspect of the designs.

All four projects have received similar publicity on all facets of their design. However, the most extensive and complete park proposal of the four projects is in Area 3, the East End Urban Renewal Area, illustrated on the map following this section. In this plan the proposed park space follows Jack's Creek to John Small Highway, and then beyond that point, north to the project boundary. The total space entails approximately 24.5 acres, most of which is bounded by residential areas and the Redevelopment Commission's proposed rehabilitation settlements. The only exception is in the northwestern section of the East End Urban Renewal Area where the park borders Washington High School. As proposed, the park should provide some excellent recreation opportunities. It links various neighborhoods and introduces an uninterrupted pedestrian circulation system which provides a closer tie between the neighborhoods, the Pamlico River, and the Havens Gardens area. Specific recreation use should be made of the creek and the open space included in the park



proposal. The areas not dedicated for definite activities should be properly landscaped, which in turn would provide a desirable esthetic quality suitable for passive recreation activity.

Washington Heights Renewal Area, Area 4 in the illustration, (see sketch 8) is the site for a proposed elementary school and a small park. The proposed lake located in the park is no longer deemed feasible for development due to an inadequate water supply. The proposed park adds an additional 9.7 acres to the other renewal areas. No specific recreational activities have been specified for the space; however, it does offer an outdoor area for picnics and other relaxed recreation activities while providing several esthetic functions.

The park adjoins the proposed Washington Heights Elementary School site. The school area covers 28.7 acres of land of which the largest part will be used for the usual school recreation functions. In summary, the total space amounts to approximately 38 acres.

In the Downtown Waterfront Urban Renewal Area, Area 2, very little park space was dedicated. The only open land other than parking facilities is a narrow strip between the river and the proposed street that provides access around the Central Business District. This strip offers some passive use and esthetic potential, but, even so, the strip is not adequate open space for the project area. Because there are only a few residential establishments in Area 2, specific recreation facilities cannot be justified; but the daytime CBD population deserves some park space intermittently scattered throughout the district. This space would satisfy many passive recreation demands and psychological needs of the downtown shopper, especially in the realm of relief from a monotonous manmade environment. Several small landscaped rest areas could be developed along Main Street, or some consideration could be given to possibilities of outdoor restaurants, auto shows, boat shows, art shows, etc. functioning along major pedestrian circulation routes. These may be situated between parking lots and the Main Street. An excellent illustration of the type of space is the area between McLellan's 5 & 10 and the Turnage Theatre on the north side of Main Street. With a little imagination, the space could be utilized for various entertaining functions. This type of development would add



to the overall esthetic qualities of downtown Washington, providing an additional attraction to the would-be shopper.

In the remaining project, Area 1, the West End Urban Renewal Area, the location of a new recreation center is proposed. In the preliminary plan it is placed approximately on the corner of Gladden Street and West Fourth Street, which is somewhat in the southern area of the project. In addition, a large neighborhood park has been proposed between West Fifth and Seventh Streets (see sketch 8). Based on the preliminary design, the proposed park would house some structures for sheltered recreation use. The entire park space is comprised of 471,975 square feet or about 10.8 acres to be used for various outdoor functions, viz., baseball, football, tennis, picnics, etc. As proposed, the public park would be coupled with several proposed extensions to the now existing playground facilities of P.S. Jones School. Together they should provide the maximum outdoor recreation space possible for the area. The school playground extensions are located on Bridge Street and on Carolina Avenue. Each provides an additional 2.7 acres and 1.65 acres, respectively. The total space amounts to 15.2 acres of playground and public park.





# URBAN RENEWAL PROJECTS

WASHINGTON PARK & RECREATION STUDY  
WASHINGTON, N.C.



URBAN RENEWAL PROJECTS  
PROPOSED SCHOOL EXPANSION  
PROPOSED PARKS AND RECREATION AREAS



510 0 510 1020  
scale in feet









# The Recreation Plan

AND IMPLEMENTATION







## THE RECREATION PLAN

### Introduction

After determining the deficiencies of the present park and recreation program and after establishing new park standards for Washington, the formulation of the Park and Recreation Plan can begin. The plan concept is based upon the criteria established in the preceding chapter, i.e., land uses possessing recreational capabilities. Essentially, the design is in two stages: a ten year plan and a 20 year plan. The first stage of development would satisfy basic recreational requirements for the city's residents, while on the other hand, the second stage would satisfy the projected population for both the city and the surrounding areas. These areas in all probability will fall under city jurisdiction 20 years hence.

Full development should be realized by 1985; however, acquisition of all the proposed park land needs to occur immediately. This point cannot be emphasized emphatically enough. The success or failure of any park and recreation program depends entirely upon the speed with which land is acquired. As land development continues and the population increases, less and less of the desirable land is available for purchase, thus hindering the recreation program. Also, the cost of land continues to rise because of increases in the standard of living and the never ending inflationary trends. Only through immediate purchase will the city relieve the long term cost of acquisition.

### The Park and Recreation Plan

As discussed in the Regional Recreation section, the eastern North Carolina area is afforded with numerous Federal, State, and private recreation facilities. Efforts are presently under way by the Corps of Engineers and the North Carolina Highway Department to improve the transportation links with these areas, consequently, increasing Washington's opportunities for recreation enjoyment.

With the improvements, Washington's Regional requirements should be ample. On the local scene, the following plan is recommended to satisfy expected future recreation demands.



### The Parkway Concept

If the most suitable park and recreation land, established in the preceding sections, is analyzed and, in turn, designated for recreation uses in the proposed plan, a connecting, continuous linear pattern of open space will result. To reiterate, this land possesses the desired recreation characteristics.

Essentially, the linear pattern is a 'parkway' meandering throughout the area, seldom interrupted by other land uses. It essentially forms a natural "greenbelt" around the City of Washington which, if properly utilized, offers several advantages. This 'parkway' approach will be the major element of the overall park and recreation plan. The entire design will be oriented toward its design. In summary, this approach will be taken for two reasons: first, it reflects land having recreation capabilities, viz., topography, water resources, vegetation, etc.; and second, it offers several advantages which are not found in most recreation plans.

#### Advantages

By utilizing the parkway system, one advantage is a high degree of flexibility can be introduced into the plan. For example, any highly developed recreation area may be shifted at anytime anywhere along the parkway. This may be desired if the population distribution changes. If the population shifts over a period of time, the developed parks can change accordingly to accommodate the different population locations and characteristics.

This ability to change from one location to another, in turn, minimizes travel time for the pedestrian walking from his home to the park. For that matter, an individual could walk or cycle, whatever the case may be, from his neighborhood to the parkway and continue throughout the whole system without interruption to any of the recreation centers which are located in the parkway. This maximizes safety and promotes the interrelationship among neighborhoods and their respective centers. What results is a segregation of the homogeneous sectors of the city and a minimization of a sprawling population which would adversely affect growth. On the other hand, the parkway would integrate the activities of each neighborhood through a mutual green space and the recreation



offered. Because of the continuous nature of the parkway and the resulting interaction between centers, an individual could be involved in many more aspects of recreation and collective social activities, consequently, tying the city closer together socially.

Another advantage with the parkway approach is that maximum use can be made of the surrounding land. This is because the parkway would tend to concentrate development within certain areas, providing a psychological barrier to sprawling development. Consequently, many services offered by the city can be made readily available to the public with minimum cost to the city. Also, problems normally requiring annexation tend to be eliminated: greater concentration--less annexation. Because of the nature of the proposed parkway, sections of the city can be easily defined and, quite naturally, the problems associated with each particular section can be corrected with ease. For example, a parkway encompassing an area would tend to hold any deterioration in that area alone, such that corrective measures could be taken with minimum cost.

Also, of great significance is the fact that the system helps segregate incompatible land uses such as commercial, industrial, and residential. This segregation would minimize possibilities of legal action, nuisance problems and encroachment of the one on the others property rights and values.

Another advantage would have to be the influential affect park space would have on property values and Washington's future development. Future residential construction can be expected to take place, in all probability, in relation to the parkway. If such a relationship materializes, the plan, in fact, would be providing the city with valuable information regarding the location of future development. Because of this, better planning can result. In addition to being an aid in anticipating future growth, the parkway offers advantages to the individual landowner. Property values rise; noise is reduced; traffic movement is minimized; and each residence is enhanced esthetically. In the long run these factors will pay off monetarily for the City of Washington because of increased property taxes.

### Functions

The parkway provides a wide variety of functions. In addition to a pedestrian circulation route and a



neighborhood buffer zone, which was pointed out in the advantages of parkways, the parkway offers the expected hiking, horseback riding, bicycling, and camping facilities. The underdeveloped sections can serve an esthetic function conducive to desirable development, especially in areas immediately bordering the parkway and along the proposed outer highway.

### Provisions

Upon endorsement of the proposed parkway, steps should be taken to obtain the services of a qualified landscape architect for detailed landscaping purposes. Several suggestions regarding picnic and campsites strategically located throughout the system have been made (see sketch 11). These areas are adjacent to major vehicular circulation systems, pedestrian links, and population concentrations. Each campsite (see sketch 11) should include picnic tables, cleared open space for strenuous recreation activity, outdoor barbecue pits, and an area which provides water and rest rooms. Picnic areas (see sketch 11) should provide outdoor cooking facilities and tables, and in some instances, water provisions, where feasible. In all, there are 16 picnic sites and three campsites. The total acreage figure for these parks amounts to 27.4 acres: 6.3 acres for campsites and 21.1 acres for picnic areas.

The developed parks and playgrounds in the parkway are strategically located throughout the system. Some of these areas should be developed immediately while others should follow during the second stage of the plan. These developed areas will be discussed in more detail in later sections. All the present facilities and proposed facilities also fall within the parkway and will be discussed in later sections.

In addition to the proposed campsites, picnic areas and playgrounds, and park facilities mentioned, several recommendations for the landscaping of certain areas in the parkway are included. One such area is along Jack's Creek which runs parallel to Park Drive. At the discretion of the landscape designer, retaining walls and railing should border the creek. Any design proposal should include fishing spots, picnic tables, barbecue pits and well designed trash receptacles. The present location of the playground apparatus in the vicinity of the water tower on Third Street is



satisfactory. However, similar provisions should be made throughout the remaining parkway system. The recommended location for the apparatus is shown on the overall design sketch (see sketch 11).

Similar design requirements should be applied in the Washington Heights area, Havens Gardens area and Kennedy's Creek area. The recommended site plans for these areas have been shown on sketch 11, also.

Throughout that part of the parkway which lies within the city limits, paved walkways, water fountains, and park furniture should be incorporated and strategically located. Adequate, well-designed lighting also should be included for illumination of every pedestrian circulation route within the parkway.

The inclusion of these aspects of design can make the difference between the mediocrity found with most park concepts and the type of park plan desired in Washington. The details of the design, such as park furniture, may be the major factor that determines the esthetic and functional quality of the parkway.

Throughout that part of the parkway which lies outside the city limits, bridle paths, hiking trails, and bicycling trails should be included. These paths should be an uninterrupted pedestrian circulation system. Conflicts with vehicular circulation have been minimized except in a few instances. In the later stages of the plan, it may be economically feasible to provide underpasses beneath the major highways--N. C. 33, N. C. 264 and U. S. 17--consequently, eliminating traffic hazards and maintaining a continuous pedestrian circulation system.

The entire plan consists of 1,637 acres, most of which falls within the 20 year flood plain of Washington or is cleared open space already designated in the urban renewal projects for park use. The Urban Renewal park land will be dedicated to the city in the near future.

Of the total 1,637 acres, 260 acres should be developed for specific recreational uses. First stage development should begin immediately and the second stage should begin by 1975. However, as has been previously emphasized, total acquisition should occur now.



The estimated 260 acres represents enough recreational area to support the expected 1985 population for the City of Washington and its immediate environs. Of this figure, 202 acres should be developed within the city's boundaries, satisfying the standard recreational space requirements for Washington's expected population. The remaining acreage should be developed outside the corporate limits. These areas do lie within the zoning and planning districts. Final development should be realized by 1985 with various stages periodically completed over the intervening years, preferably in 10 and 20 year stages as shown in the sketches. The final design is illustrated in sketch 11 which delineates the recommended boundaries of such a parkway.



## The Community Recreation Facility

In addition to the proposed parkway, one new community recreation center is recommended. This building should be integrated into the parkway system and should be the focal point of the park and recreation activity in Washington.

In order for the facility to satisfy the recreation requirements for the city, a wide array of activities and recreation provisions must be provided. The following provisions should be incorporated into the center.

### Auditorium

An auditorium with at least a 300 person seating capacity should be required. This space may be used by theatrical groups, such as the Washington Little Theatre, and other individuals desiring large meeting space.

### Work Space and Exhibition Space

The center should provide work space for arts and crafts and exhibition space for local displays, art, boat, auto, etc. shows. Since a large majority of the art work is accomplished in the neighborhood centers, this facility would be the most appropriate space for major exhibitions.

### Gymnasium

A public gymnasium is definitely needed in Washington. This fact is evident after the analysis was made of present conditions and gym facilities in the area. Because of these conditions a gymnasium is recommended, which, it is felt, should be integrated in with the community center complex. This building, coupled with the gym presently being considered for the Bridge Street Center, should amply satisfy future population demands. It is recommended that both buildings include locker rooms and bathing facilities for the users.

### Administrative Offices

The department's administrative functions should be transferred to the new community building. The



minimum space necessary to efficiently administer the proposed program is a director's office and an assistant's office, secretarial space, workroom, and general meeting room. The latter would be used by the recreation commission and small groups associated with the department.

In addition to major space requirements, it may be desirable to provide space accommodations for small social gatherings. If the community center is well designed, the general meeting area possibly could be converted into a multipurpose room and used for this function. Adjacent kitchen facilities, or at least a serving area where hot meals may be kept, temporarily, prior to banquets or dinners, should be considered. Under such circumstances, meals would be prepared elsewhere. Also, storage space for equipment, uniforms, etc. is necessary, along with the usual toilet facilities and required parking space. The parking requirement is approximately 75 spaces or 15,000 square feet.<sup>15</sup>

#### Outdoor Facilities

The entire complex consists of approximately 24 acres which should provide numerous possibilities in outdoor recreation activities. Based on accepted national standards, the recreation provisions included here should consist of at least four tennis courts.<sup>16</sup> Also, one softball field and one baseball diamond should be constructed.<sup>17</sup> This would satisfy the ball field requirements, assuming the city can make use of the high school and elementary school facilities, along with the existing recreation facilities, i.e., Kugler Field and Todd Maxwell Fields.

In addition to the ball fields, general play space, picnic areas and the tennis courts in the main community center, it is recommended that an amphitheatre be provided. This facility would be an asset to the depart-

---

<sup>15</sup>This figure was determined by assigning one automobile parking space for every four persons in the auditorium and requiring 200 square feet for each parking space.



ment. Two factors justify the facility; first, the topography in the Washington Heights area easily warrants the location; and second, the cost to the city for construction and maintainance would be minimal in comparison to the benefits afforded the public.

Also, some consideration should be given to the inclusion of a park drive which would provide easy access to all the activities offered and to the bordering parkway. Essentially, the drive would be an extension of Avon Avenue connecting with East Fifth Street near Runyon's Creek (see sketch 10).

The proposed location of the Community Center is shown on sketch 10. The decision in establishing the most appropriate location was based on the evaluation of suitable park land, today's development trends, the expected distribution of population, and the nature of the proposed parkway system. Following from an analysis of these factors, the best location, it was felt, was in a wooded area adjacent to the present Washington Heights Urban Renewal project and the parkway which follows Runyon's Creek. Here, the center easily could utilize the nearby school facilities, the urban renewal park, and the proposed parkway. The building would be centered in an area presently experiencing significant population growth and in a location easily accessible by pedestrian and vehicular transportation systems.

---

<sup>16</sup> Accepted National Standards are one tennis court for each 2,000 population. Washington presently has three tennis courts, consequently, requiring an additional four courts to satisfy the expected 1985 population of 13,400. If a city-county program is enacted, and if the 30 percent county participation presently occurring continues, an additional two courts are necessary to satisfy future demands. Also, if and when the Charlotte Street Recreation Center is phased out, the existing tennis courts may be moved.

<sup>17</sup> Based on NRPA standards, one softball field is recommended for each 3,000 population. For a city population of 13,400, a total of four fields is recommended. For a city-county program, and consequently, an 18,100 population in 1985, six fields are recommended. One baseball field is recommended for each six (6) thousand population.



### Neighborhood Recreation Centers

As was previously mentioned, the Park and Recreation Plan essentially is in two stages: a ten year and a 20 years plan. The first stage of development should include the development, construction, or rehabilitation of the forthcoming neighborhood recreation centers. All of these centers are inside the corporate limits of the city (see sketch 2).

Two new centers are proposed in addition to the three existing facilities, bringing the total to five neighborhood recreation centers for the City of Washington. Each facility's location (see sketch 10) was based on the neighborhood populations to be served and the suitability of the land for recreation use.

#### Tarboro Recreation Center

A new neighborhood center should be constructed west of the city's boundaries. Specifically, the recommended location is adjacent to the John Cotton Tayloe School on Tarboro Street extension (see sketch 10). In this area, the center would be centrally located in the western neighborhood and, if coupled with the school recreation facilities, would satisfy recreation demands for the population growth occurring in the west. The building should house a social room, a meeting space, two offices, adequate storage space, and toilets. At least six parking spaces should be included adjacent to the structure. The remaining open area should include children's play apparatus, picnic provisions, one paved basketball court, and free play space.

The area consists of approximately 4.4 acres, all of which should be landscaped under the direction of a qualified designer.

#### Van Norden Recreation Center

Another neighborhood center should be located in the West End Urban Renewal Area. The location, which is quite acceptable, has been proposed by the Redevelopment Commission; however, the center does not lie within the Commission's recommended neighborhood park just north of Fifth Street on Van Norden Street. A more desirable location for the park would be south of Fifth Street integrated with the proposed recreation



center. If this were done, the proposed park would lie within the 20 year flood plain and within an area possessing a more desirable amount of vegetation, two factors deserving considerable attention. The center should contain the required provisions to facilitate expected usage. These were outlined in the Tarboro Center's space requirements and should be applied here. The park space that is to be incorporated with the Van Norden Center should include a ball field with portable bleachers, a picnic area, and possibly public swimming facilities. This would be an ideal location for the latter because of the park's central location.

The proposed Van Norden Park and Recreation Center consists of 14.5 acres. Like the Tarboro Center, proper landscaping should be required. Special efforts should be made to retain existing tree coverage.

#### Charlotte Street Recreation Center

Although three new neighborhood centers are favored, substantial regard for the existing recreation facilities should not be overlooked. In reference to the Charlotte Street Recreation Center, several problems prevail which were pointed out in the analyses. There are two possible alternatives to correct the situation. The first alternative consists of three corrective moves. First and foremost, immediate steps could be taken to renovate the center. With the application of stringent structural standards, the city can determine what necessary steps are required to convert the building into a more acceptable and safer place to conduct recreation activities. In addition to the structural condition, specific attention should be given the poor furnishings and expedient steps taken to remedy that situation. Also, at this particular site, adequate parking is sorely lacking. However, any expansion of the Charlotte Street area would rectify the problem.

The second alternative essentially entails complete elimination of a recreation center at the present Charlotte Street site. It is recommended that a new building be constructed in the parkway north of Third Street and adjacent to Telfair Street. At this location (see sketch 11), the center would be capable of serving the surrounding population with greater ease and efficiency. The advantage of the site is that the recreation department could utilize park space



dedicated by the Redevelopment Commission, consequently, alleviating land acquisition costs. Also, further justification for relocation can be found by analyzing the cost of renovating versus the cost of new construction. Neither type of construction is substantially more than the other, so, consequently, it may be desirable to build a new structure.

If the existing Charlotte Street Center is phased out in the intervening years and new construction of the building begins on the parkway, the original site could be used for a small playground. This particular area consists of 5.0 acres. The new location would consist of 1.5 acres which is adjacent to playground space in the parkway.

#### Bridge Street Recreation Center

Bridge Street Recreation Center is dissimilar in many respects to the Charlotte Street Center. With the completion of the final two stages of the complex, which have been approved by the Planning Board, the recreation requirements for the West End neighborhoods would be adequate. However, several improvements of the outdoor facilities are necessary. Additional play apparatus should be forthcoming to satisfy expected population demands. In addition, a general overall esthetic enhancement is lacking which results primarily from poor landscaping. Funds should be authorized to complete necessary seeding, tree planting, general landscaping, paving, etc.

Inside the structure, additional furniture and decorations are necessary. Only a limited number of work tables are available, and very few pictures and drapes are provided.

The area presently consists of 1.5 acres. This space combined with the bordering school recreation facilities, Beebee Park, and the proposed parkway should be sufficient space to serve the neighborhood population.

#### Oakdale Recreation Center

At the Oakdale Recreation Center several facets of the facility deserve attention and expedient action. The major deficiency lies with the inadequacy of the facility to satisfy specific recreation floor space



requirements. More specifically, a large meeting room and additional office space should be incorporated into the present complex. Also, means should be employed to correct the general lack of furnishings that prevail and the poor parking facilities that exist. Additional work tables, office furniture, curtains, lamps and possibly a few stuffed chairs would do wonders to create a more livable space. Black top surfacing of the dirt parking area in front and some landscaping around the building could make the Oakdale Center a very attractive facility.



## Other Cultural Facilities

### Ten Year Phase

Over and above the previously recommended park and recreation development for the first stage of the plan, various other types of recreation facilities also should be incorporated into the first ten year recreation plan. The proposals consist of a marina on Kennedy's Creek, a structure on Castle Island, and the earlier mentioned public swimming pool in the Van Norden Street recreation area. While some of these proposals probably would not be financed by the Recreation Department, they still should be considered seriously. Various inducements could stimulate private investment in many cases.

First and foremost, purchase and development of the Eureka Lumber site for a marina and boat launching area is recommended. The existing topographical conditions, the natural harbor, and the area's relationship to the community as a whole easily warrants the development of this location (see sketch 10). This facility, coupled with the existing City Boat Ramps on Runyon's Creek, would offer boating facilities for each end of town.

Second, it is recommended that the Recreation Department reserve the Castle Islands for recreation activity. Private groups may be induced to utilize the islands for one of several uses, i.e., social club, boat club, picnic area, restaurant, etc. Because of its location to the downtown renewal project, the possibility of some type of cultural or recreational investment becoming successful is very good. Also, even though the development may be private, financial aid could be obtained through the Federal Government for such a venture.

Third, a public swimming facility is definitely needed in the Washington area. This fact is obvious when viewing the swimming accommodations available to the public within the city limits. Specifically, the facility should be incorporated into the Van Norden Street recreation area. If this were done, only one full-time employee would be required to administer both the nearby recreation center and the proposed swimming pool. Seasonal personnel could conduct swimming lessons and provide the maintenance required. The lack of



such a program is unusual for a community located adjacent to one of the nation's foremost water recreation areas.

#### Twenty Year Phase

For the first ten year phase of the plan (see sketch 10) the proposals have been specific. This procedure will not be followed in the recommendations for the second stage of development. This is because, as was previously pointed out, developed recreation areas and future centers should be located based on population characteristics and concentrations at that time. However, it can be concluded, as a result of present trends, three new centers will probably be required in the second phase of development. The tentative locations are shown on sketch 11. In addition to these facilities, a nine hole golf course is recommended (see sketch 11 for location) in the northeast section of the parkway. It is preferable that the facility be public, and related to the proposed center in that area. Also, it may be desirable to include two ball parks, located tentatively in the northeast section of the parkway (see sketch 11).

These developments, combined with the recreation areas proposed in the ten year plan, complete the park and recreation requirements necessary to satisfy the expected population demands in 1985.



## PLAN IMPLEMENTATION

### Introduction

Once the proposed plan is accepted and adopted, steps must be taken to implement the various recommendations. Often times, because of numerous problems, this is when a plan falls by the wayside and effectuation never materializes. For example, it has been repeatedly stated that all the land should be acquired immediately in order to assure its availability in the later stages of the plan. Because of this need for total acquisition, several problems arise. One obvious hindrance is the City of Washington's lack of a sizeable fund to purchase large tracts of land. Even if total acquisition were accomplished, a second problem may also evolve because of minimum funds. Vast amounts of capital are required for comprehensive development and a continuous maintenance program. This is virtually impossible for a city the size of Washington. Instead, partial development would probably occur now with the funds that were available, and a surplus amount of potentially productive land would be unused.

The purpose of this section is to introduce the various tools and sources of revenue and technical assistance available to aid in alleviating these problems. Although the methods may be redundant to many, some of the more recent Federal bills are included and should be considered as a means of implementing the plan.

### Monetary Aids and Legal Tools

It is understood that the major responsibilities of the Recreation Department are the acquisition of land for open space and recreation needs, improvement and development of this land, and the administration and maintenance of the recreation facilities. With regard to the acquisition of the land, there are two methods employed: first, the direct purchase of open space based on the long range program; and, second, the purchase or acquisition of particular development rights from the landowner without purchasing all rights and title. In the case of development rights, easements have been historically acquired for open space and recreation purposes when coordinated with programs for highways, drainage, utilities, and flood controls. Today scenic easements as well as easements for the use



of land are not unusual. Although this type of easement has not been effectuated in North Carolina, this does not mean it should not be considered. These particular tracts of land ordinarily reflect topographical conditions and water resources which have recreational use capabilities rather than other uses. In the proposal, scenic areas normally fall within the linear parkway pattern.



## Federal Government Aids

In the direct purchase of open space, the problem of available funds is more critical than in the case of development rights. Cost is substantially more for the former, and nominal fees are required in the latter. However, there exist numerous sources to aid in the direct purchase of land. The following are some of the Federal programs providing monetary aid and in many cases technical advice.

### Open Space Land Program

The Open Space Program, authorized under Title VII of the 1961 Housing Act, provides a 50 percent grant on a matching basis to help public agencies preserve or provide urban open space land having value for park, recreation, conservation, scenic, or historic purposes. Also matching funds are authorized to help communities develop lands which have been acquired with assistance under the Open Space Land Program. However, development includes only basic improvements and not major construction such as amphitheatres, dock facilities, etc.<sup>18</sup>

Also qualifying under Title VII are sites determined to have special historic qualities. The basis for determining the historic significance must be included in the application.

Although the Open Space Land Program primarily promotes the acquisition of undeveloped land, it does offer assistance in the acquisition and clearance of developed land in built-up portions of an urban area when there is a shortage of required open space. Relocation assistance is authorized for individuals, families, and businesses displaced by the assisted purchase of lands.

---

<sup>18</sup> For additional information write to the Department of the Interior, Bureau of Outdoor Recreation, Washington, D. C., 20240 or Room 645, Peachtree Street, Seventh Building, Atlanta, Georgia, 30323



### Urban Beautification and Improvement Program

This program is also a part of Title VII and authorizes grants to assist in carrying out programs for the beautification and improvement of publicly owned lands throughout the locality. The cost of well-designed park furniture and landscaping would be the type of development eligible. Grants may cover up to 50 percent of the cost of development. However, grants of up to 90 percent are authorized to carry out projects of special value for demonstrating new and improved methods and materials for urban beautification.

### Land and Water Conservation Fund Act of 1965

The Land and Water Conservation Fund Act provides grants to states and their units for acquisition and development of public outdoor recreation areas and facilities. City governments who wish to apply for grants must present to a liaison officer the project to be administered. This program is being processed at the State level by the State Planning Task Force, North Carolina Department of Administration.

Other Federal programs offer similar possibilities. The Watershed Protection and Flood Prevention Program (P.L. 566), The Flood Control Act of 1962, The Federal Water Project Recreation Act of 1965 (P.L. 89-72), The Federal Agriculture Act of 1962 can aid in converting land and water areas into recreational uses.

Also, The Federal Aviation Authority cooperates with the Department of Housing and Urban Development in considering the use of land surrounding airports for parks and recreational facilities. Federal grants by the FAA are available for those projects essential to safe operation of airports. The use of adjacent land for parks and recreation is encouraged as an element promoting a safer operation.

Although these Federal programs provide a significant amount of revenue and technical assistance, none are as comprehensive as the Demonstration Cities and Metropolitan Development Act of 1966 which was recently signed into law by the President in November, 1966. This particular act does not pertain entirely to recreational assistance; but if the City of Washington is fortunate enough to qualify as a demonstration city under the act, the demonstration program, coupled with



some of the previously mentioned programs, together would almost eliminate the city's capital requirements for acquisition and development.

Demonstration Cities and Metropolitan Development Act of 1966<sup>19</sup>

The comprehensive city demonstration program is a locally prepared and scheduled program for rebuilding or restoring entire sections and neighborhoods of slum and blighted areas by the concentrated and coordinated use of all available Federal Aids together with local private and governmental resources. The program will make it possible to treat the social needs of the people in the slums in conjunction with physical rehabilitation. Although this program is primarily a residential one, any proposed physical rehabilitation would effect the proposed recreation plan and program of acquisition, development, and administration.

Federal funds cover up to 80 percent of the cost of planning, developing and administering the demonstration programs and also cover up to 80 percent of any local municipalities' matching fund requirement for Federal development programs presently in effect. This is where the program has its greatest asset for the realization of the Park and Recreation Plan. For example, if Washington was utilizing the Open Space Land Program as authorized under Title VII of the 1961 Housing Act which provides a 50 percent grant on a matching basis to effectuate a recreation plan; at the same time under the Demonstration Cities Program 80 percent of the local matching requirements would be paid by the Federal Government. In other words, the Federal Government would cover 90 percent of the total cost of acquisition and development. This condition pertains to all Federal programs presently in effect, such as Urban Renewal Projects, Federal Housing Projects, etc. Also, although the Federal Government is covering up to 80 percent of the local matching fund, this does

---

<sup>19</sup> Demonstration Cities and Metropolitan Development Act of 1966, Report of the Committee on Banking and Currency, United States Senate, S.3708, House of Representatives, 89th Congress, (Washington: U. S. Government Printing Office), 1966.



not imply that a demonstration city grant will affect the original amount of funds of existing programs in any way.

Federal funds are to be provided only to a local 'demonstration agency' which may be the city or any local public agency established or designated by the local governing body, including one or more municipalities, counties or other public bodies having general governmental powers, to administer the program.

Essentially, the 'demonstration agency' must design a program that adheres to the following criteria.

- (1) It must improve the physical environment, increase the supply of adequate housing for low and moderate income people, and provide educational and social services vital to the public health and welfare.
- (2) It must make a substantial impact on the social and physical problems and remove or arrest blight and decay in entire sections or neighborhoods; contribute to the sound development of the entire city; make marked progress in reducing social and educational disadvantages, ill health, underemployment and enforced idleness; provide educational, health and social services necessary to serve the poor and disadvantaged in the area and provide for widespread citizen participation in the program.
- (3) It must increase the supply of standard low and moderate cost housing for all citizens and with adequate public facilities.
- (4) It must be a definite plan of action approved by the local governing body, adequately financed, with administrative staff, cooperation of local agencies, consistent with comprehensive planning and local laws, regulations and other requirements are expected to be consistent with the objectives of the program.



- (5) It must meet such additional requirements as the Secretary may establish to carry out the purposes of the program. This does not intend to be used to impose substantive criteria unrelated to the prescribed bill.

The Park and Recreation Plan for the City of Washington could play an important role in meeting these objectives.



### Local Government Aids

Although the Federal Government may provide as much as 90 percent of the funds, these will not totally support any proposed open space and recreation program the size of Washington's. To supplement Federal aid, the purchasing power of the Washington Recreation Department can be increased immensely by utilizing various methods of borrowing. Through bond issues, large tracts of land can be purchased immediately. The land not programmed for immediate development could be leased temporarily back to private owners under certain restricted uses and later recalled when more recreation space is needed. This would assure additional income to the department and aid in alleviating the problem of large parcels of productive land lying idle. The additional revenue also would be helpful in maturing bonds.

### Gifts and Contributions

Gifts and other similar contributions also can aid in the realization of a recreation program. Even though little reliance can be placed on the amounts, these do provide an additional source of capital for acquisition, development, and maintenance.

### Legal Methods

In some situations, public ownership and the acquisition of development rights is not necessary. Through various legal and fiscal means, development can be either totally restricted or encouraged for recreation use.

Whenever the public health, welfare and safety is endangered, zoning can be employed to restrict development and, in turn, promote the recreation plan. This is often the case in flood plains and areas with undevelopable soil characteristics. The city should definitely rezone the proposed parkway area lying within the 50 year flood plain allowing only recreational development or conservation practices. Eventually, the city may wish to purchase some of the land if the needs for specific recreation activity in a specific area demands it. However, total acquisition is not necessary of the entire parkway but instead purchase of only those areas indicated in sketch 11. Whenever any remaining parcels are acquired, landscaping, park furniture, etc. can be incorporated.

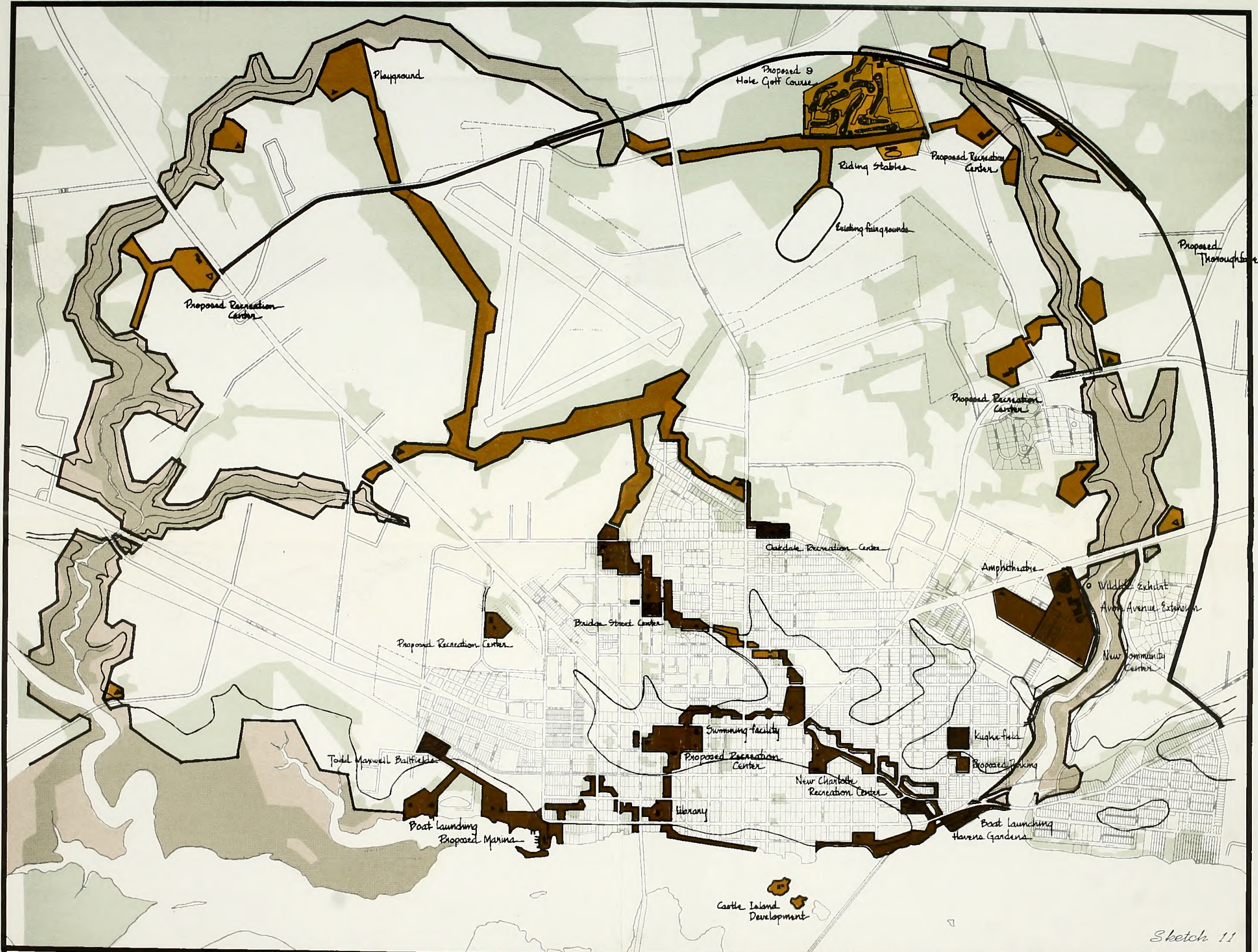


## SUMMARY

The proposed plan will undoubtedly conflict with many future proposals for development in the Washington area. Consequently, it may be pertinent to emphasize the importance of the cooperation and coordination that should exist between the Recreation Department, State and Federal officials, and other departmental units of the local government. The success or failure of the proposal will depend largely on this relationship.

If the proper relationship does prevail and if the city utilizes all available assistance to implement the plan, there is good reason to believe Washington can realize a very desirable esthetic environment and satisfactory recreation program.





Sketch 11

# Washington Park & Recreation Plan

Scale: 1" = 1500'



Parkway  
20 year Plan - 2-Step

▲ Picnic    △ Campsites    ● Playground Equip.





# Washington Park & Recreation Plan

Scale: 1" = 1500'



## Parkway

Land Control — Flood Plain

1<sup>st</sup> Step — Future Parkway

This land will be utilized for hiking, riding, bicycling, etc. The present function is essentially esthetic. This control will eliminate some of the total acquisition cost of the proposed plan.





# Washington Park & Recreation Plan

Scale: 1" = 1500'



## Parkway

### 10 year Plan - 1-Step

This land should be acquired immediately with full development realized by 1986. The specific type of recreation desired throughout the system was outlined in the text.

▲ Picnic    △ Campsites    ● Playground Equip.



No. 93 CLASP  
9½ x 12½







